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United States
Department of
Agriculture

Forest
Service

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A Progress Report on the 1985 RPA Update

To the Reader:

I am pleased to share with you our progress to date in developing the 1985 RPA Program Update and the 1984 Assessment Supplement. This progress report represents the next step in the long-term planning processes that will assist management of our renewable natural resources.

Progress in long-term resource management planning cannot be fully described without also emphasizing the vital contributions of National Forest Land and Resource Management Plans, State Forest Resource Plans developed by States, and Forest Service Research Plans. These plans and their use in updating the RPA Program and Assessment Supplement are described herein.

During the past year we published and requested public comments on alternative goals for each of nine opportunity areas such as Timber, Range, Recreation, etc. Public response was a key factor in developing the initial goals presented in this report. These initial goals will guide development of the RPA Program, although we anticipate that some adjustment may be necessary to accommodate changes that may occur between now and publication of the Recommended RPA Program in 1985.

To respond to the national goals, seven alternative courses of program action--representing a range of management approaches and resource emphases--have been identified. These are briefly outlined in this report and will be fully analyzed in the Draft Environmental Impact Statement for the 1985 RPA Program Update scheduled to be available for public review in November 1983.

Our current plans call for the technical review of the draft Assessment Supplement to be completed in March and the final document to be published in October of this year. The schedule for completion of the Program and EIS is similar: distribution of the draft to the public in November 1983; completion of the public review by February 1984; and transmittal of the final Program to Congress by December 1984.

This report is designed to keep you informed of our progress in RPA activities. Should you desire further information on any aspect of the 1985 RPA Program please contact any Forest Service Regional Office or

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AN OVERVIEW

This report records progress toward development of the 1985 Update required by the Forest and Rangeland Renewable Resources Planning Act (RPA) of 1974, as amended. The legislative requirements include:

- A national assessment of forest and range land renewable resources to be prepared every 10 years.
- A program of Forest Service activities that responds to the Assessment's resource projections and opportunities to be prepared every 5 years.

Although the act requires an assessment only every 10 years, part of the 1985 planning process will be a reexamination of the 1979 RPA Assessment's supply-and-demand projections. This Assessment Supplement will consider the latest census and new economic resource data and analytical techniques. These are areas where updated information could improve knowledge of current and prospective resource conditions throughout the Nation. The Assessment Supplement will be published in late 1983. The next full Assessment revision will be published in 1989.

The 1985 RPA Program, like its predecessors in 1975 and 1980, will be a part of comprehensive, long-range, and continuous processes providing direction for the management of the Nation's natural resources. Legal authorities are contained within the Forest and Rangeland Renewable Resources Planning Act, as amended by the National Forest Management Act; the Cooperative Forestry Assistance Act; and the Forest and Rangeland Renewable Resources Research Act.

This Progress Report also describes National Forest System Land and Resource Management planning, State Forest Resource planning, and Research planning, which are all linked to the RPA Program Update. Together, they provide a positive framework for forest and range land management planning.

Public participation will continue to be an important feature of the process as it was during formulation of the 1975 and 1980 Recommended Programs. The next major request for public participation will occur when the Draft Environmental Impact Statement for the 1985 RPA Program is released in November 1983.

THE ASSESSMENT SUPPLEMENT

The Forest Service is reexamining the 1979 RPA Assessment as a key part of preparing the 1985 RPA Program Update. New information and improved analysis techniques will be used to sharpen knowledge of resource conditions in the Nation. This information will be published in an Assessment Supplement. A technical review of the draft is currently underway and publication of the final Supplement is scheduled for late 1983.

The Assessment Supplement will record changes that have occurred since publication of the 1979 Assessment. The major areas examined are: the assumptions on which the 1979 Assessment is based, new resource supply-and-demand information, and new analytical techniques.

The review of basic assumptions will include examination of the most recent Department of Commerce projections on population, demographics, income, and other relevant trends to explore any significant variations from the trends identified in the 1979 Assessment. In addition, forecasts of major social or economic disruptions that may impact the renewable resource situation, such as inadequate response to energy shortages, will be reviewed and analyzed in an attempt to respond to the uncertainty of futures analyses. Finally, the results of special studies will be included to refine and support existing assumptions or to provide additional assumptions implicit in the resource supply-and-demand projections.

Improved analytical techniques and new resource data will be used to examine changes in supply-and-demand projections for some resource areas.

The Assessment Supplement will also provide a more visible transition between the projections in the Assessment and the 1985 RPA Program. It will describe existing and emerging implications for Forest Service programs and other Federal resource agencies. These implications will provide the basis for shaping the 1985 RPA Program.

In addition to the Assessment Supplement, development of the 1989 RPA Assessment has begun. New data needs are being identified; studies to improve analytical techniques are being initiated; and collection of data for resource inventories has started. The draft 1989 RPA Assessment is scheduled to be available for public review in 1988, and publication of the final Assessment is scheduled for 1989.

A detailed critique of the 1980 RPA effort concluded that the Program process could be improved by establishing specific goals before development of Program alternatives. Two key recommendations were: (1) that the 1985 RPA Program be more goal oriented and (2) that specific goals be developed to provide direction for Program alternatives.

The Forest Service accepted these recommendations and developed initial goals to guide development of the 1985 Program. Key steps in the development of initial goals were:

- From the 1979 RPA Assessment, broad areas of opportunities to improve management of renewable resources were identified. These are called Opportunity Areas.
- For each Opportunity Area, the long-term supply-demand situation based on the 1979 Assessment was described together with the biological, economic, and social implications of this situation. Opportunities to address supply-demand imbalances through increased productivity and efficiency were spelled out.
- A set of realistic and broad alternative national goals for each Opportunity Area were developed.
- A 90-day public review of these alternative national goals was conducted and the Forest Service analyzed the comments received.
- The Forest Service Chief, Deputy Chiefs, Regional Foresters, and Area and Station Directors reviewed the public comments and developed an initial set of national goals, with one goal for each Opportunity Area.
- The Assistant Secretary of Agriculture approved the initial goals.

1985 RPA Initial Goals

Why do we refer to the goals as initial goals? These initial goals are a starting point. They reflect public comments and are responsive to the needs of the Nation as displayed in the 1979 Assessment. The Forest Service will continue to analyze and refine initial goals until a Recommended Program is approved. This is necessary to account for significant changes that may occur during that time and to assure that the final goals are realistic, based on the analyses being conducted over the next 2 years.

Development of goals was established as part of the 1985 RPA process to help assure the long-term orientation of the Program. Goals are broad statements that are not quantified or time-specific and may or may not be fully achieved. They describe a desired future resource state for the Nation. The goals are written to reflect leadership responsibilities of the Forest Service, but recognize the importance of other agencies and groups in working toward goal accomplishment. Development of goals is a key step in the overall decision process for the Forest Service Recommended Program. Goals--along with environmental analyses, public comment, and ultimately policy and budget considerations--will guide the shaping of the Program.

The goals will not rule out consideration of any Program alternative. A broad range of alternatives will be included in the Draft Environmental Impact Statement in order to give reviewers an opportunity to assess the impact of a variety of program directions. However, the goals will provide a focal point for public discussion on the direction the Forest Service Program needs to take to help meet the long-term renewable resource needs identified in the Assessment. The response of each Program alternative to the goals will be measured and evaluated. It is expected that the total Program for each alternative will respond to the "sum" of the goals in a positive way.

Program Response to Goals

The planning for achievement of each of the initial goals for the 1985 RPA Program will be guided in each of the three Forest Service Program areas by the following standards.

Research.--Forest Service Research will be directed to the forestry technology and information objectives that will provide the greatest net benefit to the American people consistent with the following guidelines:

1. Research priorities will be based on anticipated long-term net benefits, taking into account the associated costs and risks in realizing those benefits.

2. Research will be responsive to mid- and long-term objectives, including reduction of costs in the use and management of renewable resources and mitigation of adverse environmental effects resulting from use and management activities on forest and range lands.

3. Research will be targeted to forestry technology and information objectives that would not normally be undertaken by private organizations for direct application or commercialization.

State and Private Forestry.--State and Private Forestry activities will be directed to (a) increase the effectiveness and efficiency of State forestry programs in order to enhance productivity of State and private forest resources and enterprises and (b) to contribute the greatest net benefit to the American people consistent with the following guidelines:

1. The Federal role is directed toward activities and support that States cannot provide as efficiently or effectively as the Federal Government and toward Federal objectives aimed at accelerating the States roles in managing and protecting forest resources.

2. Programs will provide technical and other assistance in subject matter areas where such assistance is not reasonably available or cannot be provided efficiently or effectively from other public or private sources because of failure or imperfections in the private market.

3. Additions to State and Private Forestry programs will increase anticipated net benefits.

National Forest System.--National Forest System management will be directed to provide the greatest net benefits to the American people consistent with the following guidelines:

1. The natural resources of the National Forest System will be utilized and managed efficiently on a sustained yield basis for established national purposes, consistent with multiple use and environmental quality objectives.

2. Resources that have established market values will be provided at levels that are economically efficient, subject to:

a. Achievement of appropriate objectives for resources that do not have established market values.

b. Consideration for the economic stability of local communities dependent on the National Forest System for jobs and income.

c. Protection of the basic productivity of soil and water resources and ecological stability.

3. Resources that do not have an established market value will be provided at levels where anticipated benefits exceed costs.

4. Programs will be designed to work toward achieving receipt of fair market value for National Forest System products and services for which charges are made.

Initial Goal for Timber

MEET GROWING DOMESTIC AND EXPORT DEMANDS FOR WOOD PRODUCTS BY USING ECONOMIC OPPORTUNITIES FOR MANAGEMENT AND ASSISTANCE, AND BY DEVELOPMENT OF NEW TECHNOLOGY TO INCREASE AND EXTEND TIMBER SUPPLIES WHILE PROTECTING THE ENVIRONMENT AND PROVIDING OPPORTUNITIES FOR WILDLIFE, RECREATION, AND OTHER MULTIPLE USES OF FOREST LANDS.

This initial goal responds to the direction in the Forest and Rangeland Renewable Resources Planning Act of 1974, as amended, to use economic efficiency as a major criterion for making investments in renewable resource programs. It also responds to direction from Congress in P.L. 96-514, the 1980 RPA Statement of Policy; the Multiple Use-Sustained Yield Act of 1960; the National Environmental Policy Act of 1969; and recommendations in the American Forestry Association's 1980 document, Report on the National Conference on Renewable Resources.

Timber investments and supplies would be increased through the year 2030 while moving toward an expansion of export potential. The goal also demonstrates a concern for an adequate supply of timber for housing and for rising timber product prices. It also addresses national priorities for increased financial returns to the U.S. Treasury.

This initial goal also responds to public comments that stressed needs for steady timber supply increases and more efficient harvesting and utilization of timber, while simultaneously ensuring adequate environmental protection and opportunities to use forest lands for other purposes.

Longrun projections show that timber demand will double by 2030 compared with timber demand experienced in the late 1970's. Assuming a continuation in recent trends in forest management investments, timber supplies are projected to grow more slowly than timber demand. This will result in increases in relative prices of timber products as the market brings about an equilibrium between demand and supply and greater incentive for private investment in forest production.

Increased reliance on substitutes for timber products would increase demand for nonrenewable resources with attendant environmental concerns. Energy required in the manufacture of wood products is much less than energy required in the manufacture of most substitute products used in construction such as steel, aluminum, and concrete.

Increasing timber supplies will improve the outlook for timber product exports. Exports of most timber products--lumber, plywood and other wood-based board products, pulp, and paper--are largely determined by the ability of domestic producers to compete on a price basis with similar producers in other countries.

Initial Goal for Range

PROVIDE FORAGE TO PROMOTE THE ECONOMIC STABILITY OF DEPENDENT LIVESTOCK PRODUCERS AND RURAL COMMUNITIES BY MAINTAINING THE CURRENT LEVEL OF FORAGE PRODUCTION ON NATIONAL FOREST SYSTEM LANDS, AND EXPANDING THIS LEVEL OF PRODUCTION WHERE COST EFFECTIVE. DEVELOP AND APPLY TECHNOLOGY, WHERE COST EFFECTIVE, TO IMPROVE RANGE CONDITIONS AND TO COORDINATE LIVESTOCK AND OTHER MULTIPLE USES OF RANGELANDS.

This initial goal responds to direction from Congress in the President's revised Statement of Policy for the 1980 RPA Program. The goal is a moderate approach that will maintain the National Forest System's current level of forage supply for dependent ranchers and communities. This goal corrects range deterioration, while expanding forage production where it is economically feasible and consistent with ecological stability.

Public comments on range were varied. Many respondents felt that, through multiple use and sustained yield, the Forest Service can overcome the effects of overgrazing and still support the livestock industry and communities dependent upon it. Some felt the Forest Service should aggressively improve

the productivity of public rangeland. Others felt that range improvements should be cost efficient and advised looking for opportunities to increase livestock production on State and private lands.

Accomplishing this goal would require improved coordination with other resource uses; intensified, cost-effective management of forage and livestock grazing use on the more productive lands; utilization of unused and transitory range opportunities; and rehabilitation of deteriorated ranges. Grazing would be intensified on the more productive areas where investments are cost effective, considering direct and induced benefits to the local economy. Ranges for grazing use would be provided where it is ecologically and economically sound to do so, while meeting social demands.

Initial Goal for Recreation

PROVIDE OUTDOOR RECREATION OPPORTUNITIES AND EXPERIENCES BY PROVIDING ACCESS, SERVICES, AND FACILITIES, WHERE COST EFFECTIVE, THAT ARE NECESSARY TO MEET THE NATIONAL FOREST SYSTEM SHARE OF THE NATION'S DEMAND FOR OUTDOOR RECREATION, CONSISTENT WITH OTHER RESOURCE USES AND VALUES. PROVIDE TECHNOLOGY TO IMPROVE AND EXTEND RECREATION OPPORTUNITIES. MOVE TOWARD RECREATION USERS ASSUMING A GREATER SHARE OF THE COST OF PROVIDING RECREATION OPPORTUNITIES.

This initial goal is responsive to the projected demands for outdoor recreation. It is supported by public opinion and continues the National Forest System's historic role in providing recreation opportunities. The National Forest System land base is ideally suited for providing a broad spectrum of outdoor recreation opportunities that are based on relatively natural, nonurbanized settings.

Public comments showed strong support that recreation must be provided, that it should be primarily dispersed, that facilities should not be expensive or elaborate, and that users should assume a greater share of the expense required to provide recreation opportunities. Many comments also indicated that the Forest Service should limit itself to providing more primitive or rustic sites, thus reducing competition with the private sector.

Existing facilities would be maintained at safe and operable standards. Community benefits would improve through increased recreation opportunities and tourism and the resulting expansion of the economic base. Prices for services and facility costs to support recreation opportunities would gradually

increase to ensure that costs are borne more equitably by those who benefit.

Initial Goal for Wilderness

MANAGE NATIONAL FOREST WILDERNESS AND PROVIDE RESEARCH TO ENHANCE THE QUALITY OF WILDERNESS EXPERIENCES AND MEET OTHER PURPOSES OF THE WILDERNESS ACT. RECOMMEND ADJUSTMENTS WHERE APPROPRIATE TO THE NATIONAL WILDERNESS PRESERVATION SYSTEM BASED ON THE RELATIVE VALUES INVOLVED IN A WAY WHICH COMPLETES THE NATIONAL FOREST PORTION OF THAT SYSTEM TO BEST MEET THE NEEDS OF THE AMERICAN PEOPLE.

This initial goal responds to the mandate of the Wilderness Act of 1964 and the Eastern Wilderness Act of 1975 to protect and perpetuate wilderness values and to provide recommendations on the suitability of including new wilderness areas or modifying or adjusting the boundaries of existing wilderness areas. To accomplish the wilderness management program and prevent degradation of the wilderness character of designated areas, more intensive management techniques are needed.

This goal envisions that Congress will take action on recommended adjustments to the National Forest System portion of the National Wilderness Preservation System when required.

Public comments revealed strong support for the concept of wilderness and wilderness protection and that any decision affecting the present System should be well analyzed and documented.

The wilderness management program would be directed toward retaining the wilderness character of designated units. Outfitter and guide businesses and support industries would benefit from intensified management.

Initial Goal for Wildlife and Fish

ASSURE A DIVERSE, WELL DISTRIBUTED PATTERN OF HABITATS FOR VIABLE POPULATIONS OF WILDLIFE AND FISH SPECIES IN COOPERATION WITH STATES AND OTHER AGENCIES. PROVIDE TECHNOLOGY AND MANAGE HABITAT TO HELP RECOVER THREATENED AND ENDANGERED SPECIES AND INCREASE THE PRODUCTIVITY FOR NATIVE GAME AND NONGAME SPECIES CONSISTENT WITH OTHER RESOURCE USES AND VALUES AND USER DEMANDS.

The basis for this initial goal is the U.S. Department of Agriculture's wildlife and fish policy to ". . . improve, where needed, fish and wildlife habitats, and to ensure the presence of diverse, native and desired nonnative populations . . . ."1/ It also corresponds with direction provided in the National Forest Management Act of 1976 that stresses the habitat needs of all vertebrate species while maintaining and improving habitat for certain selected species.

Programs to increase the habitat productivity of species with high public demand, such as game species, anadromous fish, and furbearing mammals, also would be emphasized under this goal. Implementation would be guided by State comprehensive plans developed between State fish and wildlife agencies and the Forest Service, as required by the Sikes Act.

Two concepts supported most often by the public were the need for species diversity and habitat protection and enhancement. The wildlife and fish management program would ensure diverse and productive habitats. Recreational and commercial use of wildlife and fish would increase, contributing to the economy and stability of local communities that have a high dependency on wildlife and fish resources. Habitat capability for anadromous fish would be improved significantly and would contribute to the commercial fish industry and Native American utilization of the resource.

Initial Goal for Minerals and Energy

PROVIDE FOR MINERAL PROSPECTING AND EXPLORATION, AND RESPOND TO PROPOSALS FOR MINERALS DEVELOPMENT, IN CONCERT WITH OTHER RESOURCE USES AND VALUES, AND PROVIDE TECHNOLOGY FOR RECLAMATION OF DISTURBED LANDS. EMPHASIZE ENERGY MINERALS AND MINERALS OF STRATEGIC IMPORTANCE.

This initial goal reflects the President's national materials and minerals policy, which is ". . . to decrease America's minerals vulnerability by taking positive action that will promote our national security, help ensure a healthy and vigorous economy, create American jobs, and protect America's

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1/ U.S. Department of Agriculture. Policy on Fish and Wildlife. Secretary's Memorandum 9500-3. July 20, 1982.

natural resources and environment." 2/ The intent of this goal is to allow access to the National Forests for inventory, evaluation, and development of the Nation's mineral resources. It reflects the Forest Service's multiple-use concept that all resource values must be considered in land use decisions. The phrase "minerals of strategic importance" includes those minerals deemed essential to the U.S. industrial base and the country's economy, regardless of their source.

Public response supported mining in the National Forest System provided that it was accomplished on a planned, orderly basis with adequate environmental protection of other forest-based resources. It also suggested that lands most valued for minerals and least sensitive lands should be developed first. The public also felt that mineral recycling and conservation efforts should be pursued as ways to reduce demand.

This goal would increase mineral outputs from the National Forests. Mining is site intensive, as opposed to area extensive, and a relatively small total land base would be disturbed. Returns to the U.S. Treasury from lease rental fees and mineral royalties would increase. Domestic energy and mineral-related industries would be favorably affected in terms of production and employment levels and supply reliability. U.S. dependence on imports would be reduced but not eliminated.

Initial Goal for Water

PROVIDE FOR FAVORABLE CONDITIONS OF WATERFLOW, HELP PROVIDE FOR CONSUMPTIVE AND NONCONSUMPTIVE USES OF WATER, AND HELP MEET LONG-TERM WATER QUALITY NEEDS THROUGH MANAGEMENT, ASSISTANCE, AND TECHNOLOGY. INCREASE WATER YIELDS WHERE COST EFFECTIVE IN WATER-SHORT AREAS, CONSISTENT WITH OTHER RESOURCE USES AND VALUES. REDUCE FLOOD LOSSES WHERE ECONOMICALLY FEASIBLE.

This initial goal establishes direction for the development of programs for forest and range lands that will help to contribute to current and future water supplies and protect water quality. Essentially all activities, whether harvesting timber or constructing and using hiking trails or establishing

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2/ U.S. Department of the Interior, Bureau of Mines. Minerals and Materials--A Monthly Survey. National Material and Mineral Program Plan and Report to Congress. May 1982. 27p.

wildlife food plots, involve some disturbance and have some impact on water quality. This goal does not preclude temporary, but reversible, adverse impacts on water quality.

This initial goal strikes a balance between the public's concern for resource production and environmental protection. Public comments stressed the need to keep certain waters of exceptional quality from deterioration and supported reducing flood hazards where cost effective.

Soil and water resource improvement activities would be carried out on lands with declining watershed conditions. Technical and financial assistance to the States and added emphasis on research development and application would increase water yields. Cost of timber production would be increased somewhat because of modifications in harvesting needed to increase water yield; however, favorable benefits would be achieved overall as water costs to all users are reduced. In some areas, where water is the limiting factor, increasing supplies may allow industrial, municipal, and energy development. The long-term productivity of the land would be protected. Flood hazards would be reduced in some areas.

Initial Goal for International Forestry

EXERCISE LEADERSHIP AND COOPERATION WITH APPROPRIATE UNITED STATES AGENCIES, OTHER NATIONS, AND INTERNATIONAL ORGANIZATIONS TOWARD ASSISTING OTHER NATIONS IN IMPROVING MANAGEMENT OF THEIR FOREST AND RANGE LAND RESOURCES SO AS TO MEET THEIR OWN NEEDS, PROTECT THE GLOBAL ENVIRONMENT, AND AVOID EXTINCTION OF SPECIES. IDENTIFY POTENTIAL OPPORTUNITIES FOR INTERNATIONAL TRADE IN FOREST PRODUCTS. ENGAGE IN INTERCHANGE OF RESEARCH AND TECHNICAL ASSISTANCE WITH OTHER NATIONS.

This initial goal responds to U.S. foreign policy objectives aimed at worldwide economic and political stability. It emphasizes support for long-term management to improve productivity and maintain a concern for the environment.

Most individual public reviewers felt there was a need for improving the worldwide natural resource situation and were supportive of a greater Forest Service role in international forestry. Many reviewers also commented on the desirability of fulfilling this objective through cooperative action in concert with foreign nations and international organizations within existing budget levels.

There is a continuing need within the forestry sector of the U.S. economy to assess potential international markets for timber products. Economic data and models developed in coordination with key international organizations would provide improved analytical capability for evaluation of the U.S. timber situation with respect to influences of shifts in world supply and demand. In addition, this information should lead to improved patterns of world trade in forest products.

The U. S. forest industry is vitally concerned with vanishing seed sources in temperate zones as well as in tropical countries. The Central America and Mexico Coniferous Resources Cooperative (CAMCORE) has been established to help resolve this problem.

Unexplored genetic materials from other nations hold great potential for increasing the productivity of U.S. forest plantations. For example, there are certain species of trees in China that have a high potential to increase forest productivity in the United States.

Forest technology is advancing rapidly in many developed countries and frequently has application to U.S. forest resource problems. Scientific exchange programs would provide timely and efficient use of this new technology rather than initiating further domestic research.

Initial Goal for Protection and Support

COMMENSURATE WITH NATURAL RESOURCE GOALS FOR FOREST AND RANGE LANDS, PLAN AND EXECUTE COST-EFFECTIVE PROTECTION AND PROGRAM SUPPORT IN FACILITIES, FIRE, PESTS, LANDS, AND OTHER SUPPORTING ACTIVITIES. EMPHASIZE PREVENTION AND, WHERE APPROPRIATE, MITIGATION OF RESOURCE LOSS AND DAMAGE. COOPERATE WITH LOCAL, STATE, OTHER FEDERAL AGENCIES, AND PRIVATE LANDOWNERS IN RESEARCH, FOREST PEST MANAGEMENT, WILDLAND FIRE MANAGEMENT, AND OTHER RESOURCE PROTECTION PROGRAMS. PARTICIPATE IN ECONOMICALLY PRODUCTIVE HUMAN RESOURCE PROGRAMS THAT SUPPORT COMMUNITY DEVELOPMENT AND STABILITY.

This initial goal recognizes the close interrelationship between protection and support activities and the goals selected for all other Opportunity Areas. It accommodates varying levels of intensity depending on how much activity occurs in each Opportunity Area. It recognizes congressional direction to preserve the value and integrity of Federal land and resources and to sustain and improve productivity. It responds to the essential needs for

cooperation among Federal, State, and local governments and private landowners in the management of the Nation's forest and range land resources and participation in human resource programs. And, it reduces the risk of losing future land and resource production opportunities, both marketable and environmental.

There is strong public support for the Forest Service to maintain leadership in protection and management of resources on Federal lands and other lands through assistance in State and Private Forestry activities and in forestry research. The public also supports continuation of programs to help ease unemployment.

Achievement of this goal would require the Forest Service to meet basic responsibilities of landownership such as boundary posting, visitor safety, facility maintenance, and resource protection. It would also provide for the Forest Service to participate with and assist other Government agencies and private landowners to protect forest and range resources from fire, forest pests, and loss of soil productivity.

Forest Service activities contribute significantly to meeting social needs and opportunities, while accomplishing cost-effective resource development and conservation work. The Forest Service accomplishes human resource programs primarily through interaction with other Federal, State, and local governments.

Principles Supporting the 1985 RPA Goals

The following principles are common to all initial goals. Elements of these statements may appear in some of the goals themselves:

- Protection of the long-term productivity of soil resources.
- Protection of the environment in uses of renewable and nonrenewable resources.
- Sustained yield of renewable resources for present and future use.
- Integrated management of surface and subsurface resources.

- Use of the best economic opportunities for resource management and production in determining the optimal mix and use of the various natural resources.

- Coordination with other Federal agencies, State and local governments, and private landowners.

- Maintenance or enhancement of access to forest and range lands.

- Coordination of Forest Service management, assistance, and research in progressing towards achievement of national goals.

- Provision for the health and safety of the public using the National Forest System.

1985 RPA Program Alternatives

The National Environmental Policy Act requires that a broad range of reasonable alternative programs be considered and that a comparative analysis of these alternatives be displayed in the Program Environmental Impact Statement. These alternative programs represent differing mixes of resource emphasis. Consequently, progress toward achievement of specific goals will vary by alternative.

The data and information developed in the National Forest planning process will be the primary source of information for developing the National Forest System segment of each alternative. Similarly, State forest resource planning data will be used to develop the State and Private Forestry segment, and current research planning will provide the Research program segment of each alternative. Regional Foresters and Area and Station Directors will coordinate their respective program inputs at the Regional level. Regional alternatives are the sum total of complete National Forest, State and Private Forestry, and Research planning alternatives and are the link between field units and the national alternatives. This maintains the integrity of the field alternatives throughout the planning process.

National alternatives are presented as complete Forest Service programs for the National Forest System (NFS), State and Private Forestry (S&PF), and Research. This provides for analyses of total economic, social, physical, and biological effects of the entire program. In addition, portions of the program are interdependent and should be viewed as an integrated package. For example, within each broad program area, the level of protection and support is commensurate with resource

activity levels. There is also a relationship among NFS, S&PF, and Research programs. While many parts of the program are closely integrated, other elements could vary among Regions and among program areas to constitute new total program mixes. Construction of the Recommended Program for the Forest Service will consider these opportunities in response to subsequent analyses and public comments.

To ensure efficiency, the proposed national RPA alternatives will be built from the most cost-efficient set of Regional alternatives that respond to the national alternative direction. This procedure will also help assure a close relationship between field alternatives and national alternatives.

Each alternative represents an integrated mix of resource outputs in which individual resource objectives comply with minimum legal requirements. All of the alternatives are fully consistent with the management requirements of the National Forest Management Act regulations and are built on the need to prevent significant impairment of the land's productivity.

Except for Alternative 1, the current action alternative, levels of support and coordination will be commensurate with the intensity of production in each of the alternatives. The economic and social assumptions described in the 1979 Assessment, and subsequently in the Assessment Supplement, provide a common foundation for each alternative.

Descriptions of seven national alternatives follow. The assumptions stated after each alternative are intended to clarify the intent of that alternative.

Alternative 1

CONTINUE CURRENT LEVEL AND MIX OF PROGRAM OUTPUTS.

This alternative is a continuation of existing policies, standards, and guidelines, and projects current resource management direction through the planning period. It assumes the current budget (Fiscal Year 1982 Appropriations Bill) is updated for real cost changes as needed to maintain current output levels. Levels of support and resource coordination for fiscal year 1982 are provided, and future levels of output reflect the continuation of current management direction. This is the "no-action" alternative required by National Environmental Policy Act regulations.

Alternative 2

EMPHASIZE ACHIEVEMENT OF HIGH OUTPUT LEVELS FOR TIMBER, RANGE, MINERALS, AND OTHER MARKET RESOURCES. PRODUCTION OF NONMARKET OUTPUTS WILL BE AT ECONOMICALLY EFFICIENT LEVELS, CONSISTENT WITH THE MARKET EMPHASIS.

This alternative places emphasis on timber, range, minerals, and other market outputs. Other resources are managed at levels economically and environmentally consistent with the emphasis placed on market-oriented outputs.

There are no budget constraints on this alternative. However, in the near term, projected budget levels reflect a reasonable link to the fiscal year 1982 level and represent a program that can be implemented. Opportunities are expanded to collect and increase user fees and receipts for activities that have potential to produce income for the U.S.Treasury. The production of nonmarket outputs generally do not exceed economically efficient levels using a 4-percent discount rate.

The State and Private Forestry program is designed to meet the highest timber and range production goals indicated in current State forest resource planning efforts, if funding were available.

The Research program emphasizes technology needed to protect resources, increase production and utilization of market resources, and optimize multiresource uses.

Alternative 3

EMPHASIZE ACHIEVEMENT OF HIGH OUTPUT LEVELS OF WATER, WILDLIFE AND FISH, RECREATION, WILDERNESS, AND OTHER NONMARKET RESOURCES. PRODUCTION OF MARKET OUTPUTS WILL BE AT ECONOMICALLY EFFICIENT LEVELS, CONSISTENT WITH THE NONMARKET EMPHASIS.

Alternative 3 emphasizes noncommodity resources and amenity values. Management for market outputs would be at levels economically and environmentally consistent with the emphasis on amenity values.

As in Alternative 2, there are no budget constraints on this alternative; and in the near term, projected budget levels must reflect a reasonable tie to the fiscal year 1982 level and represent a program that can be implemented.

In Alternative 3, significant adverse impacts on total local employment are avoided. Market outputs are provided at economically efficient levels using a 4-percent discount rate.

For State and and Private Forestry, this alternative produces outputs at a level halfway between current and 1980 RPA Program levels.

The Research program emphasizes technology needed to protect and produce nonmarket resources and amenities, minimize impacts among competing resource uses, and improve productivity and utilization of market resources on all lands.

Alternative 4

ACHIEVE HIGH OUTPUT LEVELS OF BOTH MARKET AND NONMARKET RESOURCES.

Alternative 4 produces a high level of outputs in all Opportunity Areas. This alternative is highly responsive to the demands identified in the Assessment.

As in Alternatives 2 and 3, there are no budget constraints on this alternative; and in the near term, projected budget levels must reflect a reasonable tie to the fiscal year 1982 level and represent a program that can be implemented. Alternative 4 represents a management strategy responsive to the long-term goals identified in the President's revised Statement of Policy and the maximum achievement of multiple use and National Forest Management Act direction.

For State and Private Forestry, this alternative reflects the program and budget levels indicated in the 1980 RPA Program.

The Research program provides technology needed to support production, protection, and utilization of resources on all lands.

Alternative 5

REDUCE FEDERAL EMPHASIS ON RENEWABLE RESOURCE MANAGEMENT. ENCOURAGE STATE AND LOCAL GOVERNMENTS AND THE PRIVATE SECTOR TO INCREASE MARKET AND NONMARKET OUTPUTS. ALL PROGRAMS WILL BE BELOW CURRENT LEVELS.

An explicit budget constraint is the foundation of this alternative.National Forest System, State and Private Forestry, and Research budgets are reduced in 1986 to a level 25 percent below the fiscal year 1982 budget and remain constant at that level through 2030. Outputs are significantly reduced. Within these budgetary constraints, managers will endeavor to meet the needs of dependent communities and provide critical services.

Alternative 6

IMPLEMENT NATIONAL FOREST LAND AND RESOURCE MANAGEMENT PLANS, STATE FOREST RESOURCE PLANS, AND RESEARCH PROGRAM PLANS.

This alternative represents the preferred National Forest and State Forest Resource Plan alternatives. If National Forest Land Management Plans are not completed, the 1980 Recommended Program will be included for that individual Forest. The preferred State plan reflects the State/Federal cooperative program needed to meet State goals as identified in State Forest Resource Plans.

The Research program responds to needs reflected in the Regional plans and would be constrained by the budget for the 1980 RPA Recommended Program.

Alternative 7

PROVIDE RESOURCE OUTPUTS AT ECONOMICALLY EFFICIENT LEVELS, SUBJECT TO MEETING MINIMUM LEGAL REQUIREMENTS AND PROTECTING COMMUNITY STABILITY.

This alternative maximizes the present net value of all market priced resources subject to the constraints of providing minimum levels of market outputs necessary to maintain social and economic stability of dependent communities, of sustaining established National Forest-dependent industries at recent levels, and of providing for nonpriced multiple use and environmental objectives necessary to meet minimum legal standards and resource integration requirements.

Beyond the minimum standards identified above, the National Forest System program is the mix of forest planning alternatives that maximizes present net value.

The State and Private Forestry program includes those activities where benefits are cost effective, based on real rates of returns. The most cost-effective opportunities are displayed based on the results of recent studies.

All research problems are evaluated by panels of experts for effectiveness, and relative cost-effectiveness ratios are developed. Data from a sample of research problems selected for case studies are used, together with studies of historical benefits from research, to provide more specific supporting information.

National Forest Land and Resource Management Plans are the foundation for National Forest System activities within the Forest Service. A National Forest Plan is developed and maintained for each designated Forest planning area of the National Forest System. This plan provides management direction and goals for all programs and practices, resource uses, and resource protection measures, based on assessed land capability and suitability. It provides a mechanism for building local-level management suggestions and public interests and needs into management of the National Forests.

Revised regulations to implement the National Forest Management Act were published in September 1982 (36 CFR 219). These regulations require preparation of a Regional Guide for each of the nine Regions of the National Forest System. Each Regional Guide communicates national and regional direction for use in National Forest planning. Information pertinent to the development of State Forest Resource Plans and research activities are included in the Guide. A National Forest Plan will not be finalized until the final Regional Guide is published. All Regional Guides are scheduled for publication by summer 1983.

National Forest roadless areas studied for wilderness potential during the roadless area review and evaluation (RARE II) are now being reevaluated as part of the land and resource management planning process. Reevaluation is not necessary in States where Congress has legislated a resolution to the roadless area issue. In Alaska, Colorado, New Mexico, Indiana, Missouri, and West Virginia, legislation that designated wilderness areas also released other roadless areas to be available for uses other than wilderness and found the RARE II EIS to be sufficient. In these States, National Forest planning will continue on schedule. The publication schedule for other draft and final plans will depend on the amount and significance of roadless areas on individual National Forests. However, all plans will be scheduled for completion no later than 1985.

To the extent possible, the 1985 RPA Program will be based on data developed from the Forest planning process. The Program consists of alternatives developed by each Region from the best available National Forest planning information. Each Region has the flexibility within the range of alternatives considered for the RPA Program to adjust, if necessary, for changes in National Forest data resulting from the reevaluation of roadless areas.

STATE FOREST RESOURCE PLANNING

Based on the critique of the 1980 RPA process, a determined effort was made to improve State participation in the 1985 process. State participation is critical to developing a sound State and Private Forestry cooperative program, since State forestry organizations will ultimately carry out most of this program on the ground.

A plan for State participation in the 1985 RPA process was completed in December 1981. As a result of this plan, State Foresters are kept informed and involved in RPA Program development. They have reviewed and commented on documents at several stages in the 1985 RPA process and have received specific instructions and training for their involvement in the process. Each State has developed and submitted multiyear data for cooperative program activities to be combined with data for National Forest System and Research programs to make up the Regional RPA data base.

As prescribed by each State participation plan, States will be asked to review and comment on draft and final documents throughout the remainder of the planning process, and to participate with Forest Service decisionmakers in selecting the Recommended Program.

The quality of data provided by the States for the 1985 RPA Program Update is much improved over the 1980 data as a result of continuing State participation and activities in forest resource planning. At present, 48 States have developed a planning process and are committed to a State Forest Resource Plan. Eighteen States completed plans as of September 1982; 24 of the remaining 30 States are scheduled to complete their plans in fiscal year 1983. Most States have been involved in their planning processes for at least 2 to 3 years, have completed a substantial amount of data collection and analyses, and will be able to effectively participate in the 1985 RPA Program process and to provide quality data.

RESEARCH PROGRAM PLANNING

The 1985 RPA Research program builds on previous planning. Charting a future course for Research recognizes previous accomplishments and current programs, since sustained high-quality research outputs require continuity in planning and budgeting.

In recent years, increased emphasis on long-range planning in the Forest Service has prompted several research planning activities that will be used in developing the 1985 RPA Research program. For example, two key planning tools recently published are:

1. Criteria for Deciding about Forestry Research Programs. General Technical Report WO-29, Robert Z. Callaham, technical coordinator. Washington, DC: U.S. Department of Agriculture, Forest Service; 1981. 52p.

This report summarizes the findings of a special task force comprised of Forest Service managers organized to develop information on previous research outputs and benefits and criteria for evaluating research program alternatives and to identify further research needs.

2. 1980-1990 National Program of Research for Forest and Associated Rangelands. General Technical Report WO-32. Washington, DC: U.S. Department of Agriculture, Forest Service; 1982. 60p.

This report was prepared jointly by the 60 forestry schools in the United States, the Cooperative State Research Service, and the Forest Service, as a supplement to the 1980 RPA Program. It describes the forestry research goals and programs of the universities and the Forest Service for four regions of the country, as well as national research activities at the Forest Products Laboratory at Madison, Wisconsin.

Data and information from the two reports described above provide useful reference points for a series of new reports and studies to be used in the development of the 1985 Research program. The first of these new studies is a report of a 17-member national task force on basic research. It summarizes needs for basic research in forestry and related renewable natural resources. This report is now available from the University of Idaho.

A second study, currently underway within the Forest Service, is evaluating relative benefits and costs for a wide array of possible research activities at the eight Forest Experiment Stations and the Forest Products Laboratory. The study is designed to use techniques presently employed by the Department of Defense and other Government agencies to evaluate qualitative and quantitative characteristics of major programs. It involves panels of research users, scientists, and research managers who will rank alternative research programs according to their perceived benefit. Research cost data are

then used to develop relative cost-benefit ratios. Among the research users, this study emphasizes research priority setting and includes research in the National Forest System, State and Private Forestry, industry, academia, and other Government agencies.

A third study, designed to supplement the second, evaluates specific benefits and costs of Forest Service research, primarily in the area of production processes and products. This effort calls for an in-depth case-study evaluation of research results from 130 current research studies by the Forest Service. The resulting information allows computation of cost-effectiveness ratings for selected types of research.

A fourth study is aimed at developing methods for evaluating forestry research. This study has five components: (1) identification of potential users of forestry research and determination of the types of information needed by users and why the information is needed; (2) analyses of past forestry research relative to what was done, what was produced, uses of the research, changes in technology, and influence of these changes; (3) assessment of existing research methods for evaluating forestry research; (4) determination of what new methods are needed for evaluating forestry research programs and specification of performance requirements for these methods; and (5) development of methods of evaluating specific kinds of research to meet user needs.

Finally, a new summary of research evaluation techniques and their implications for forestry and forestry research will be coauthored with the forestry schools. This effort is similar to the publication, Criteria for Deciding about Forestry Research Programs.

PUBLIC PARTICIPATION

Public comments will help to formulate the 1985 RPA Program. As public comments helped to develop initial goals, public participation will be invited again when the Draft Environmental Impact Statement for the 1985 RPA Program is released in November 1983. These public comments will help in the selection of a final Recommended Program to be sent to Congress in 1985. The following calendar displays several important dates in the 1985 RPA Update.

ACTIVITIES CALENDAR

Assessment Supplement	Technical review of Assessment Supplement	February to March 1983
	Assessment Supplement published	October 1983
RPA Program Update	Public review of Draft Environmental Impact Statement for the 1985 RPA Program	November 1983 to February 1984
	Public comment summary and analysis completed	April 1984
	Recommended Program and Final Environmental Impact Statement published and transmitted to Congress	December 1984

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